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JOINT DEFENSE ACQUISITION MANAGEMENT ORGANIZATIONS

General

This chapter discusses the organizations involved in joint program management. It presents some historical background, describes the organizations that provide acquisition oversight, describes component relationships, and presents issues related to each.

Background

Joint program managers (PMs) operate in an environment shaped by fairly recent and continuing acquisition reforms. The latest major acquisition reforms started with President Reagan's Blue Ribbon Commission on Defense Management (the Packard Commission, named for its Chairman David Packard, a former Deputy Secretary of Defense). Among other things, the Packard Commission recommended the establishment of an Under Secretary of Defense (Acquisition) (USD(A) (now the Under Secretary of Defense (Acquisition and Technology) (USD(A&T))). President Bush ordered a follow-on assessment of acquisition, which became known as the Defense Management Review (DMR). The DMR reiterated the findings of the Packard Commission, formed the basis of the previous 1991 Department of Defense (DoD) 5000 series—directive and instructions (DoDD 5000.1- DoDI 5000.2, and DoD 5000.2M).

More recent changes are available in the March 15, 1996 release of the DoD 5000 Documents, DoD Directive (DoDD),

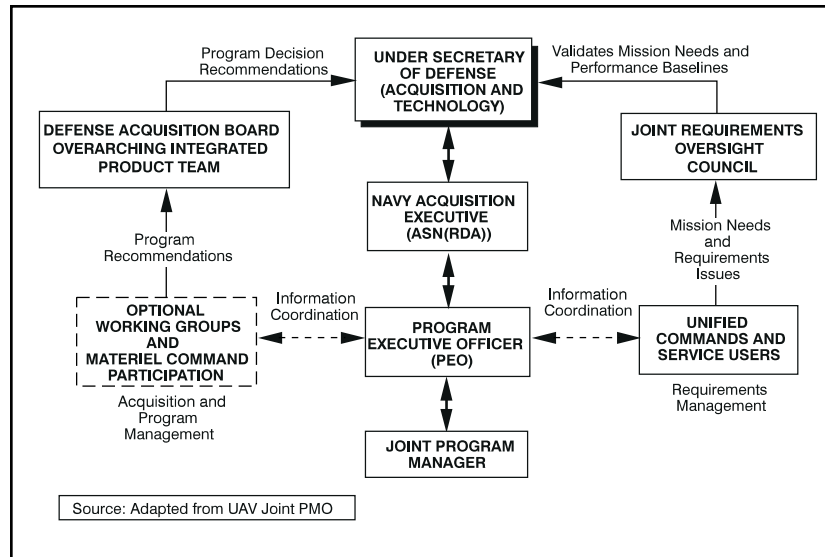


Figure 3-1. Streamlined Joint Program Reporting Chain

5000.1, *Defense Acquisition*, and DoD Regulation 5000.2-R, *Mandatory Procedures for Major Defense Acquisition Programs (MDAPs) and Major Automated Information System (MAIS) Acquisition Programs*, (replaces DoDI 5000.2) which recommends a four-tiered, streamlined acquisition structure. The structure runs from the USD(A&T), through the Component Acquisition Executive (CAE), and full-time Program Executive Officers (PEOs) to the individual program managers (PMs). Figure 3-1 presents a sample reporting structure. The acquisition reform initiatives have carried the trend of streamlining even further simplifying and combining much of the policy contained in the former 5000 and 8000 series.

Joint Program Oversight Organizations

Joint PMs supervising an acquisition category (ACAT) ID or IAM program are concerned with the following personnel and organizations:

- USD (A&T): Serves as the Defense Acquisition Executive (DAE), and ranks third in the DoD for acquisition matters, taking precedence over the secretaries of the components. USD(A&T) has overall responsibility for acquisition policy inside the DoD.
- The Assistant Secretary of Defense for Command, Control, Communications, and Intelligence (ASD(C³I)): Serves as the department's Chief Information Officer (CIO). The ASD(C³I) is the department's Acquisition Executive (AE) for Automated Information Systems (AISs), establishes acquisition policies and procedures unique to AISs, and chairs the Major Automated Information System Review Council (MAISRC).
- The CAEs and their staffs: The Assistant Secretary of the Army for Research, Development, and Acquisition (ASA(RDA)); the Assistant Secretary of the Navy for Research, Development, and Acquisition (ASN(RDA)) (supports the Marine Corps); and the Assistant Secretary of the Air Force for Acquisition (ASAF(A)). The Director of the Ballistic Missile Defense Organization (BMDO) is also an acquisition executive; however, all BMDO programs are reviewed by the Defense Acquisition Board (DAB) and the USD(A&T) is the MDA. Commander-in-Chief (CINC) Special Operations Command also has an AE; however, that AE manages ACAT II and III programs with little or no interface with Office of the Secretary of Defense (OSD) or component level staffs.
- The Joint Requirements Oversight Council (JROC): The JROC reviews ACAT ID and IAM programs at each milestone prior to the DAB review and all ACAT I programs at Milestone 0, with emphasis on requirements and performance baseline issues. The JROC is

chaired by the Vice Chairman of the Joint Chiefs of Staff (VCJCS) and includes the Vice Chief of Staff of the Army (VCSA); Vice Chief of Naval Operations (VCNO); Assistant Commandant, U.S. Marine Corps (ACMC); and Vice Chief of Staff of the Air Force (VCSAF).

- DAB/MAISRC Overarching Integrated Product Teams (OIPT's): After component review and JROC validation, ACAT ID and IAM programs are forwarded to an OIPT. Figure 3-2 illustrates the OIPT's responsibility for making a recommendation to the DAB or to the MAISRC about a program's readiness to proceed to the next phase of the acquisition life cycle. Typical issues include operational effectiveness; program cost growth and delays; failure to meet technical thresholds; logistics or other supportability problems; threat assessment changes; test and evaluation (T&E) issues; cooperative development or joint component concerns; and manpower availability.
- Defense Readiness Meeting (DRM): Just prior to the DAB, a DRM is held to determine if the program is ready to go to the full DAB. The OIPT leader and the CAE jointly make this determination. If there are no issues, the program may not be required to go before a formal DAB. The USD(A&T) has the option of signing the acquisition decision memorandum (ADM) after the DRM.
- DAB: After the OIPT and DRM reviews, the DAB reviews the program. The DAB is chaired by the USD (A&T) and includes senior OSD and component representatives. The VCJCS is the Vice Chair of the DAB. The Leader of the cognizant OIPT is also a member of the DAB. The USD (A&T) as the MDA for ACAT ID programs will issue a go or no-go decision, documented in an ADM.

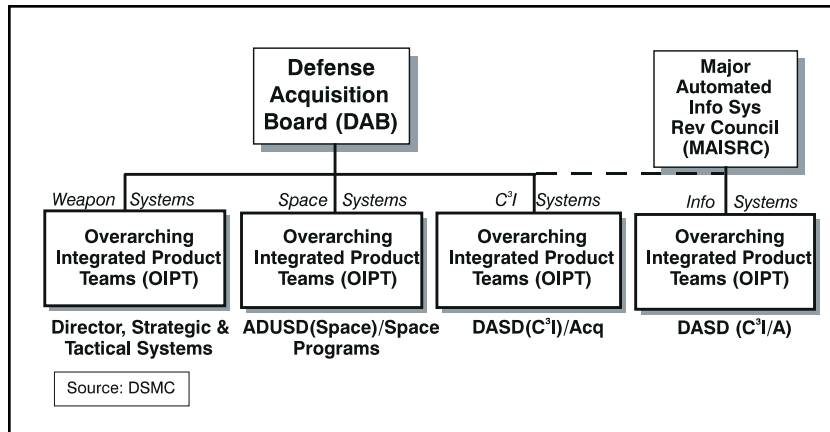


Figure 3-2. Defense Acquisition Board Overarching Integrated Product Teams

- **MAISRC:** The MAISRC is the senior DoD AIS acquisition review board for ACAT IAM programs, chaired by the ASD(C³I). The MAISRC advises the ASD(C³I) on major decisions on individual MAIS acquisition programs, specifically, and AIS acquisition policies and procedures, generally. The ASD(C³I) signs the ADM for ACAT IAM program.
- **Cost Analysis Improvement Group (CAIG):** This OSD-level group, within the office of the Director, Program Analysis and Evaluation (DPA&E), is responsible for independent cost reviews. ACAT I program office and component cost analysis and life cycle cost (LCC) estimates must be provided to the CAIG no later than 21 days in advance of OIPT reviews.
- **PEO:** Joint PMs are generally supervised by a PEO within the lead component. The PEO has responsibilities for oversight of programs with a common nature (e.g., aircraft programs, tactical missile programs) within the lead component, and may exercise oversight of more than one joint program. The PEO can support

the joint PM by interceding to resolve issues within lead and participant budget staffs, procurement commands, and senior Washington area personnel such as those in the intelligence community or OSD. As part of their oversight authority, the PEO can recommend removal and replacement of PMs who are not performing satisfactorily.

A primary concern of an ACAT ID and IAM joint PM is the time management of interfacing with oversight organizations. Meeting DAB and MAISRC milestones requires months of preparation and travel. Prior to either review, the PM briefs the using commands; affected component logistics organizations; key component acquisition officials, such as the Component PEO and CAE; and other affected organizations. Briefing dates are generally not rescheduled unless there is a very high-level requirement or external reason, such as congressional queries about a program.

Views of Former Joint PMs:

- *The joint PM must learn perseverance.*
- *When communicating with DoD agencies (OSD), the PM must rely on continuous dialogue to keep them up to speed on program status and associated problem areas. In the long run, OSD may prove to be of assistance in keeping the program funded or to help resolve problem areas.*

Service Relationships

Joint PMs must coordinate fiscal, logistics, and other matters across one or more component staffs and with joint users. To coordinate effectively, the joint PM must understand the nature of the joint requirement. Furthermore, the joint PM faces a variety of users requiring special attention. For example, an Army user may be more concerned about target vehicle iden-

tification and issues within a sensor system (e.g., armored personnel carrier, tank, or type of tank) than an Air Force surveillance system PM who focuses on airframe and sensor requirements. The Navy and Marines often have special environmental protection requirements for equipment used or stored aboard ships. Even equipment rack size can be a factor for supportability. Service-specific use of technical jargon, informal component networks, and unique requirements, such as in the special operations area, require a special effort by joint PMs.

Views of Former Joint PMs:

- *Develop quarterly briefings for participants' staffs to keep them informed on program status and to eliminate surprises.*
- *Ensure that the lead component develops the basic "system." Any modifications added should be tested by the component for program compliance before implementing them into the mainstream.*

